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ABSTRACT

A survey of basic education in 13 Eastern African countries (Madagascar, Burundi, Comores, Ethiopia, Mauritius, Botswana, Kenya, Lesotho, Swaziland, Tanzania, Zambia, Malawi, and Somalia) covers basic education programs and UNICEF's supporting role. Basic education is seen as a concept evolved in the region, involving formal school systems and educational programs for out-of-school children, adolescents, and adults; and having goals determined by political philosophies of different countries, with the overall aim of providing all citizens with education to prepare them for satisfying lives in their socio-cultural economic environment. Tables give statistics on basic education programs by country; indicate the importance attached to 20 basic education components; and chart unanimity on literacy, numeracy, and basic skills. Brief descriptions of Tanzania's community schools program and Somalia's nomadic education centers are presented. Important factors in the development of basic education are detailed: sharing experiences, generation of new ideas, personnel, infrastructures, and financing. UNICEF's role in supporting basic education is discussed, including regional programs, financing, relevance/effectiveness of UNICEF assistance, and problem areas. Recommendations call for future UNICEF assistance to advocacy, planning, programs and projects, preschool activities, inclusion of indigenous cultural elements in the curricula, and monitoring/evaluation activities. Appendices list objectives and characteristics of basic education, by country, and proposed themes for future regional meetings. (MH)

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Survey of Basic Education in Eastern Africa

UNESCO/UNICEF CO-OPERATION PROGRAMME

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UNESCO/UNICEF CO-OPERATION PROGRAMME

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PREFACE

The Basic Education Survey undertaken by the UNICEF Eastern Africa Regional Office within the context of the Unesco-UNICEF Co-operative Programme was started in early February 1979. Its aims were first to make a modest survey of the general state of education, and in particular of basic education, in each of the countries of the region through information provided at country level; second, to respond to the requirements of PRO-38 regarding UNICEF co-operation in education in these countries; and third, to gain a general picture of UNICEF's contribution to the development of basic education in the Eastern Africa Region.

The survey also aimed at:

(a) Producing a basic education profile for as many countries as possible in the region;

(b) Preparing individual country analyses for these countries.

A team consisting of regional office personnel and selected field officers was appointed by the Director of the UNICEF Eastern Africa Regional Office to conduct the survey.

Four instruments were used for the collection of relevant data:

(a) A questionnaire on the factual situation of education/basic education;

(b) Data sheets for the collection of statistical information.

(c) An interview schedule calling for information of a more qualitative nature;

(d) Guidelines for the preparation of country analyses.

The guidelines for the preparation of country analyses were forwarded to UNICEF officers in the field. Questionnaire and data sheets were sent to permanent secretaries in the ministries of education of all countries in the region for completion. The interview schedule served to orientate discussions when members of the survey team visited individual countries.

Completed questionnaires and data sheets as well as reports on visits or interviews in 13 countries were received. Country analyses were available for 14 countries. The present study is based, therefore, on data received from 13 out of the 18 countries in the UNICEF Eastern Africa Region.[1]

SCOPE OF THE SURVEY

This survey is in no way to be regarded as an exhaustive scientific study of the educational policies, objectives and programmes of basic education in the various countries. It mainly covers basic education as provided for children (6/7–14/15) through the primary school. It should be mentioned that the persons who responded to the questionnaire or who gave information for completing it, as well as those who were interviewed by members of the survey team were high-ranking officials (permanent secretaries, directors, head of departments) in ministries concerned with one aspect or other of

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1. The 13 countries from which data for this study were received are: Botswana, Burundi, Comores, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Somalia, Swaziland, Tanzania and Zambia.

basic education, as well as heads of institutes of education, institutes of adult education and research centres. All were in a position to offer valid and reliable information, although their contribution should not necessarily be taken as representing final government policy.

It was thought preferable to obtain information and views from such persons, who have their fingers on the pulse of educational policy and practice, rather than conduct an opinion poll, which tends to reveal a less objective assessment of the situation.

Chapter one

THE CONCEPT OF BASIC EDUCATION IN EASTERN AFRICA

INTRODUCTORY COMMENTS

Basic Education in Eastern African countries[1] is not a concept imposed from the outside upon the educational systems and programmes of these countries. It is a concept which has steadily evolved in this region, especially during the last five years, and which has come to include elements of formal, non-formal and informal education. The term "basic education" is used regularly in official documents with reference to specific cycles in the formal school system and to a complex of educational programmes for out-of-school children, adolescents and adults. In many countries its broad goals are clearly defined and governments are addressing themselves to the difficult task of translating the concept – as adapted in different contexts – into practice.

Basic education is also one of the elements of the basic services approach as adopted by UNICEF. In addition to basic education, UNICEF identifies primary health care, safe water, nutrition and other social welfare services as constituting important essential services for children.

In the implementation of basic education, several countries have made attempts to go beyond the confines of the classroom, and recognize the home, the family and the community as learning situations for children. A *continuing effort* is being made in this region to identify learning components in primary health care, safe water, nutrition and other social welfare services for children.

The basic services approach – difficult as it is at the different implementation levels – is proving to be an effective vehicle for the promotion of human well-being in developing countries and also for the delivery of basic services essential to the child and family. Its focus is on developing human resources and fostering people's capacity for development within the village or community, supported by both governmental and non-governmental technical infrastructures. Popular participation in promoting basic services is vital. Modes of mobilizing such involvement are being learnt and the necessary infrastructures are emerging slowly, the child continuing to be the principal focus of concern.

A balanced complementarity of efforts in the various activities within basic services is essential. The concerns with primary health care, safe water and nutrition will enhance progressively the physical quality of life and the concurrent attention to the education of the child at all stages, in all dimensions, will lead to a richer pattern of living.

Basic education is viewed in this document in this total perspective. It is not a dogma. It is a dynamic process of interaction and change, finding expression and definition in somewhat modified ways in the diverse socio-cultural situations in Eastern Africa.

It refers also to an interactive situation among national professionals concerned with the evolution of learning environments for the young – a process, often, of asking "old" questions, but in an idiom relevant to today's problems, with a view to seeking somewhat better answers so that the child of today may

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1. Botswana, Burundi, Comores, Djibouti, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Rwanda, Seychelles, Somalia, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe are the countries served by the UNICEF Eastern Africa Regional Office.

grow up learning to live as a more adequate citizen of tomorrow. It is the stimulation of this process of interaction among nationals in Eastern Africa – the promotion of a continuing search for learning priorities – that has been UNICEF's most significant contribution in this field of service for the child.

AN HISTORICAL OVERVIEW

The sixties were characterized internationally by the preoccupation of educators with curriculum development. Underpinned by the theories of Taba, Tyler, Bloom and their numerous disciples and successors, there was a proliferation of curriculum projects in science, mathematics, social studies, etc. For the most part, these projects were centred upon the universities, institutes and curriculum development centres. Explicitly or implicitly they followed the patterns of research and development, and the cycle of curriculum planning, design and evaluation became highly specialized and often quite sophisticated. It was tacitly assumed also that the conventional disciplinary pattern of education in the established universities was good for the schools and would remain inviolate. During this period, so self sufficient were the theory and practice of curriculum development – so tidy and logical the principles and modes of operation – that the object of all activity was largely and inevitably the secondary school system, where subject orientation was greatest.

UNICEF assistance faithfully followed that orientation, although emphasis was placed, where possible, on areas most directly supportive of education of girls. Assistance was given most often in the form of teaching aids, equipment for laboratories and centres or institutes engaged in curriculum development. In retrospect, although all the principles of curriculum reform were invoked, the emphasis was in fact on syllabus changes, while the real foundations of curricula went relatively unchallenged.

In Africa, educationally the sixties were a decade of formulating goals and policies. In 1961, the Conference of the African Ministers of Education meeting in Addis Ababa set target dates for universal education and testified to their faith in manpower planning.

A major share of the continent's educational resources was subsequently used in linear extension of existing systems, replication of the familiar curriculum and training patterns, and in exploration of a variety of pedagogical theories and practices. After independence it was assumed by some (as it was also in the economic and other sectors) that the structures, knowledge and methods of the developed world could be transplanted more or less intact on African soil where they would flourish if sustained by allocation of sufficient resources.

Education was increasingly spoken of in terms of attitudes and values, self-reliance, liberation, conscientization, politicization – as not only a fundamental human right but also as a tool for development, often the cutting edge of social engineering.

A great deal of this new thinking was identified by the International Commission on the Development of Education (established by Unesco in 1971) and crystallized in its report *Learning to Be*, published the following year. The Commission went further to make recommendations which unequivocally showed their approbation. It advocated universal education, a more comprehensive view of education, an abandonment of rigid distinctions within systems and a wider

adoption of scientific educational technologies. In particular, the Commission recommended that:

"Universal basic education, in a variety of forms depending on possibilities and needs, should be the top priority for educational policies in the 1970s".

This fitted the mood of Africa and educators turned to the design of new strategies. The task was one of great complexity.

Education is a concept with many facets not all of which are discernible from a single viewpoint and only some of which can reflect the values of any particular society at a given time. And, as the 1960s proved, it is a changing concept also.

In the English language there is a connotation of educating, of "rearing" and "leading forth" of initiation, of passing on knowledge and virtues. This sense of the word seems to place a high premium upon mediation in learning and embraces the whole range of education processes by which learning experiences are selected, devised, contrived, structured and presented.

Then, in common usage, education is conceived as the aggregate of all those changes or learnings which occur as the outcome of selected and/or contrived encounters, whether chosen or devised by the learner or a mediator such as a teacher, a curriculum developer, a parent. The individual's education is seen as a totality of learnings – the content – a "good"/"broad"/"comprehensive" education meaning one which includes many and varied learnings.

And then again the word "education" is often used to identify the infrastructure or system by means of which the educating processes are administered and through which learning experiences are provided.

The reform of education has to embrace processes, content and system: the processes of pedagogy (of means and media, of approaches, techniques, methodologies, etc.); the selection and design of acceptable and appropriate content (of knowledge, skills, attitudes, values); and the channels through which educational opportunities may be provided (informal, non-formal, formal, etc.).

All that is true of general education is true of basic education; it may be defined in terms of content, processes and systems and as being an essential part of life-long education. As the concept of basic education developed in Eastern Africa the content was considered to be the minimum aggregate which can serve as the first phase of life-long education in any environment and which can be provided for all. In this sense basic education can be conceived of as a "package", or a "sub-package" which UNICEF would like to see as a component of all basic services.

To accommodate this view, UNICEF's own policy on assistance to education was modified in 1972, so that UNICEF assistance was thereafter increasingly directed towards activities which furthered the universalization of education for children and women, which broadened the concept and supported innovation and new departures. This was done without diminishing UNICEF's other main interests; on the contrary, education was seen as closely linked with health, nutrition, welfare, etc.

The design of basic education "packages" for various and changing situations has been the major challenge facing Eastern African educators in the seventies. As a contribution

to the discourse UNICEF funded a study of non-formal education by the International Council for Educational Development which was published in 1973 as *New Paths to Learning*.

An attempt at clarifying the concept of basic education was made at the regional seminar on Basic Education in Eastern Africa, held in Nairobi, Kenya, under the auspices of the Unesco-UNICEF Co-operative Programme, in August and October 1974. It was described as:

"the minimum provision of knowledge, attitudes, values and experiences which should be made for every individual and which should be common to all. It should be aimed at enabling each individual to develop his or her own potentialities, creativity and critical mind both for his or her own fulfilment and happiness and for serving as a useful citizen and producer for the development of the community to which he or she belongs."

The Seminar recognized that "the minimum provision" was not a fixed quantity but rather the minimum possible at any given time or place. Moreover, it could serve as an operational guideline for policies and planning in the different countries. Hence, it recommended that an illustrative package of minimum essential learning needs to be met by the basic education efforts could be a useful starting point for elaborating the context and objectives of basic education. Such learning needs include functional literacy and numeracy, positive attitudes, a scientific outlook, fundamental knowledge and skills for raising a family, earning a living and for civic participation. Much has been written and said about the "relevance" of the basic educational package, the word relevance itself having connotations ranging from, on the one hand, the inclusion of employable skills training which contributes directly to economic development to, on the other, the degree to which traditional cultures are incorporated.

In several countries of the Eastern African region it is believed that the package cannot be defined in terms of traditional subjects but departure from the familiar pattern is proving to be extremely difficult. And in literacy and numeracy in the latter half of the seventies the pendulum has swung back to a position of recognition of the need for formal, structured learning experiences. Common throughout the region is the belief that agriculture must, in some way, be included and many countries believe that a basic education must contain an element of politics. However, the really definitive statement on the basic education package is that while it must be expressed in terms of knowledge, skills, attitudes and values, all of these must respond to the needs of individuals and communities as they are conceived by themselves. There can be no universal formula for this and no static content since the felt needs change as development proceeds.

The significance or impact of any particular national or international influence is difficult to assess, but the corporate effect of many educational explorations and ventures was to encourage African educators to look for African alternatives in education which would incorporate not only some of the conventional elements but also those specially relevant to their own environments. The search was, and continues to be, for indigenous and endogenous solutions to the problem; and research and development often gave way to action research in which problem-solving and

social interaction were the favoured approaches to change and reform.

With UNICEF assistance many countries of the Eastern African region more closely scrutinized their basic education content processes and systems in the middle and late 1970s. The regional survey shows that reappraisal of goals and clarification of concepts were the subject of sector reviews and studies by national commissions, committees and sectoral experts. Much of the effort of the Unesco/UNICEF programme in Eastern Africa was directed to advocacy of new thinking and conception.

The survey shows that the strategies of the seventies became distinctly more comprehensive: universal education becomes more of a reality, disadvantaged groups are receiving more attention; handicapped children are increasingly included in the overall concern. It has also revealed marked divergencies, not only in the concept of basic education but also on the requirements for its implementation.

An idea of each country's concept of basic education emerged from an attempt to determine what the country considered to be the main education goals; who they considered their clientele of basic education; what the main characteristics of basic education were and the principal content of a basic education programme.

The first two items will be discussed in the remainder of chapter one, while the items on main characteristics and content will be the subject of chapter two.

EDUCATIONAL GOALS

Educational goals are determined by the political philosophy of a country, its socio-cultural context and the state of its resources. These goals may be conceived at different levels, and stated with varying specificity, which can be identified with the broad aims and goals of national development; there are intermediate goals which lead to the longer-term goals. Some of these describe desirable educational achievements in general terms, regardless of space and time; others are more immediate and specific and describe what is to be accomplished in a given time-span. The long-term goals are the natural consequence of an ideology. These are contained in policy statements – explicitly and implicitly. The intermediate goals are often the basis of planning exercises. The immediate concrete and specific ones enable the anticipated achievements during a specific period to be assessed.

The equality of all citizens, their right to various freedoms and privileges, including education, and their obligation towards the nation are acknowledged in the constitutions of all countries. These fundamental beliefs, because they represent the values upon which all modern states are founded, also enshrine the principles which give direction to the process of education. This explains why the ultimate goals assigned to education by various countries are remarkably similar. They all aim at achieving national unity and development, at universalizing education, and at relating education to the socio-economic needs and aspirations of the people.

Equality, national unity and service to the community can be and are interpreted in different ways. Consequently, the type of person/citizen which education is supposed to produce has to conform to the ideological background of each country. These divergencies are reflected to a greater extent

in the intermediate and more immediate goals and the manner in which they are formulated and translated into practice.

When stating these objectives, some countries speak of democratization of education, the universalization of education, the socialization of education, the education of the masses, and a more equitable distribution of educational facilities and resources. Others, whilst implicitly subscribing to these objectives, do not feel the same need to emphasize them. They take them more or less for granted and prefer to mention, for example, the universalization of education, the diversification of secondary education, the relationship between education and manpower requirements. (See annex 1).

It is in the immediate specific goals, however, and in the importance given to various aspects of education, that the divergencies are more marked. Whereas some countries give high priority to the development of attitudes, values and philosophies, and place a strong emphasis on political, civic, social and moral education, others speak of individual excellence, literacy and numeracy, quality and standards, and the like. Although these trends are clearly discernible when examining the educational policies and programmes of various countries, it would be wrong to classify the educational efforts of various countries according to preconceived categories, be they political, social or educational.

If there is a characteristic which emerges clearly from a careful study of the Eastern Africa scene, it is their refusal to be categorized. A most imaginative approach, a most daring experiment, a most innovative project might be found in a country which is otherwise considered to be fairly conservative, whilst the most traditional curricula, methods of teaching and teacher education may still persist in countries that claim to have revolutionized their education systems.

It would be inaccurate, on the other hand, to pretend that all countries are aiming at achieving them in a similar way. There exist significant ideological differences among the countries in the region, and consequently, marked divergencies in their educational goals. These fundamental differences in approach are not, however, always evidenced in the formulation of educational goals because it is assumed that whatever their formulation, they will be interpreted in the context of the overall philosophy of the country concerned.

Notwithstanding these divergencies, one might say that the educational strategies of governments in the Eastern Africa region are similar in many ways. The timing of particular projects and activities, and, of course, the manner in which each country is striving to attain these goals are conditioned both by the political commitments and by the real resources available to educational activities. Very often, programmes also have to conform to time schedules dictated by national policy.

The goals of basic education then, have to be sought within the context of overall educational goals, bearing in mind the scope of basic education in each country.

Basic education in all countries aims at providing all citizens with an education which will prepare them for a satisfying life in the socio-cultural economic environment in which they will live. It is not specifically intended to develop in them the concrete technological, commercial and other skills which are required to meet the specific manpower needs of the country. It has, however, to perform two

broad functions simultaneously: firstly, to produce a person whose general knowledge, moral values and practical skills will enable him to adequately cope with his own needs satisfactorily and perform his functions in society; and secondly, to lay the foundations upon which later forms of education and vocational-professional training can be built depending on individual inclinations, aptitudes, and societal needs for special services.

By and large, the goals of basic education apply in theory to all citizens, whatever their age and sex. But most countries, for the time being at least, are more preoccupied with universalizing education for the young, and providing unschooled or inadequately schooled adolescents and adults with specific basic skills, than they are with offering the latter a broad education of the type anticipated for the younger generation. Programmes for the eradication of illiteracy and varying programmes of civic and political education figure prominently in the efforts made towards educating the masses.

SCOPE AND CLIENTELE

All countries in the Eastern Africa region include primary schooling in their concept of basic education; some countries, for instance, Comores and Mauritius, include pre-primary education. Several other countries, Botswana, Kenya, Mauritius, Somalia, Swaziland, Zambia, include part of secondary school education. Many countries extend the concept to cover either adult education or non-formal education or both.[1]

All countries in Eastern Africa hold the view that the primary school is the principal medium for educating the young. This does not mean, however, that primary schools are the sole providers of basic education. There is an increasing tendency to view pre-primary or pre-school education, home and family education as integral components of a child's basic education. Two countries do so explicitly; and, judging by the fervour with which the expansion of pre-school educational institutions is received by most countries, it would seem that their hesitancy to mention pre-school education when speaking of basic education is more a reflection of the difficulties of financing pre-school educational institutions at this moment in time, than the lack of priority attached to pre-school education itself. As for education in the home and family, the numerous programmes in all countries aimed at educating parents, and especially mothers, in child and health care and other aspects of family life reveal the unmistakable concern of governments with laying the very earliest foundations of a child's education.

These trends are also in keeping with the efforts of UNICEF and Unesco in basic education programmes. At the country level, Unesco/UNICEF assistance is used in diverse ways to catalyse reforms associated with basic education.

Projects which are directed towards changes of educational pattern and structures include action and research in, and also support for community schools, out-of-school educational efforts and other schemes to enlarge the school's role as a vital organ serving the community and its children. Many aspects of curriculum development are assisted, as

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1. It has not been possible in this first survey to make an in-depth examination of those programmes in this region which extend basic education to children outside the primary school. Hence the preponderance of data on the duration and cycle of the primary school.

are projects in women's education, including pre-school care and education of young children.

It would be a mistake to conceive of primary schools in this region in strictly traditional terms. There is hardly a country in Eastern Africa which has not recently or is not presently in the process of reviewing its primary school programme. The emphasis in all cases is to render the teaching of language and numbers more useful in everyday life; to develop scientific, searching and exploratory attitudes; to make children sensitively aware of their physical and social environments. There is also a growing awareness of the importance of moral, civic, social, cultural, physical and health education at an early age, and of the need to develop simple agricultural, technical and even commercial skills during childhood. These are all general objectives of basic education. The section "general characteristics" in part two gives a more detailed analysis of current curriculum components included in the region's primary schools.

Beyond primary schooling, the views on basic education in the region are somewhat divided. Whereas a majority of countries feel that the most they can afford at the moment in the way of basic education is a full five, six, seven, eight years of primary schooling, some of them, such as Botswana, Kenya, Mauritius, Swaziland and Zambia, are already thinking in terms of lengthening the basic education cycle to include two or three years of post-primary school education.

The reason for this is that a child of 12 or 13 years old, the age at which most children complete the primary school cycle, is not deemed mature enough to acquire the knowledge, skills and values which he or she will need later on to lead a satisfying life. At the same time, he or she is not old enough to join the adult labour force.

However, in interpreting primary school education and speaking of the age at the completion of the primary and basic education cycles, both the age of entry and duration of the cycle must be taken into account. Whereas Botswana, Burundi, Comores, Kenya, Lesotho and Madagascar admit children into the first year of primary school at 6, and Ethiopia, Somalia, Tanzania and Zambia at 7, in Swaziland children may enter at 6, or 7, in Malawi they may enter at 5 or 6, and in Mauritius all children begin primary school at 5.

The duration of primary school education also varies. In Madagascar it lasts 5 years; in Burundi, Comores, Ethiopia and Mauritius, 6; in Botswana, Kenya, Lesotho, Swaziland, Tanzania and Zambia, 7; and in Malawi and Somalia, 8.

By combining the age of admission to the first year of schooling with the duration of the primary school cycle, one finds that children complete primary school education at different ages in different countries. In most countries, the age at which children complete primary school is 13 or 14. However, this figure can be as low as 11, as in Madagascar and Mauritius, and as high as 15 as in Somalia.

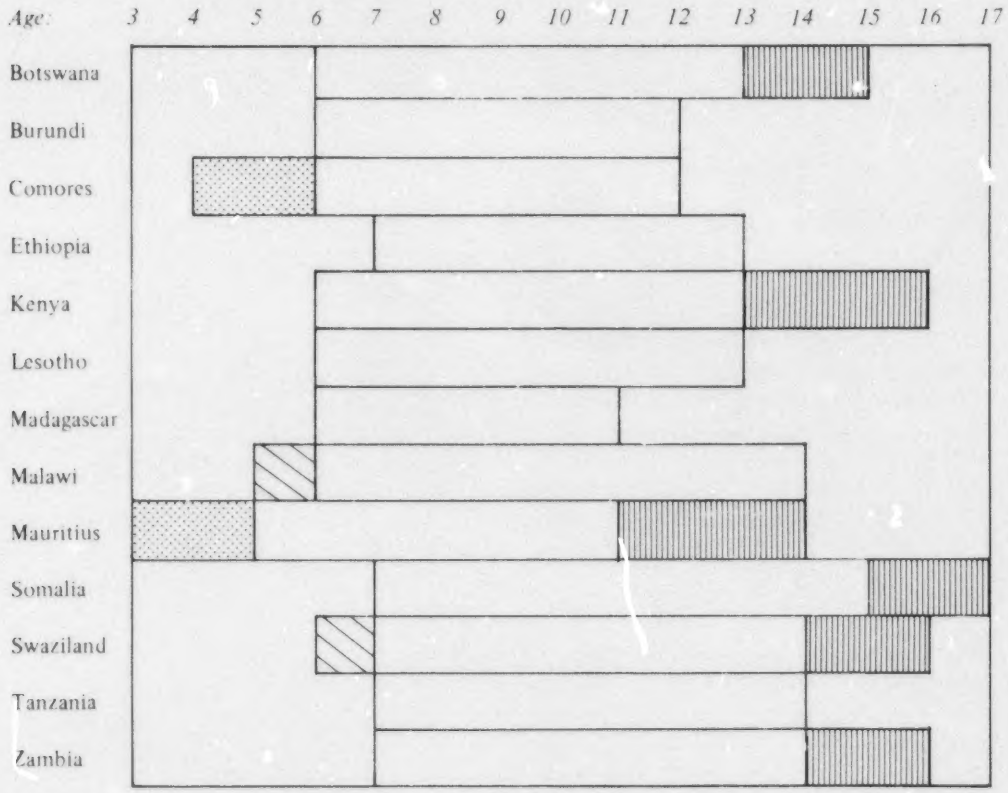
Consideration of the fact that a number of countries include some secondary school education into the basic education cycle adds to the length of the cycle and to the age at which pupils are expected to complete it.

When these variables are taken into account,

the duration of the basic education cycle and the age at which youth would generally complete the cycle are as shown in table 1.

Another factor which must not be overlooked in assessing the duration of the primary and basic education cycles, as well as the age at

Table 1. Duration of basic education cycles and age of pupils at beginning and end



: *Pre-primary education*

: *Primary school education*

: *Age at which children might be admitted to primary school*

: *Post-primary/secondary school education considered to be part of basic education*

which these cycles are completed, is the manner in which pupils are promoted from one class to another (table 2). If promotion is genuinely automatic, it can be taken for granted that the entry and completion ages given are representative of the quasi-entire schoolgoing population; if, on the other hand, promotion is a result of success in examinations, both cycles may take longer to complete by one or two years for a large number of school-goers, and the age at which either increases accordingly.

Table 2. Age of admission to primary school and duration of the primary education cycle

Country	*Age of admission*	*Duration of cycle*
Botswana	6	7
Burundi	6	6
Comores	6	6
Ethiopia	7	6
Kenya	6	7
Lesotho	6	7
Madagascar	6	5
Malawi	5/6	8
Mauritius	5	6
Somalia	7	8
Swaziland	6/7	7
Tanzania	7	7
Zambia	7	7

Other factors which must be taken into account include the fact that children's ages are not always given correctly, and that at any level of education many children may be older than appears on the register. Also, the number of children who drop out before completing the primary education cycle must be taken into consideration, as are the numbers who repeat years.

WIDENING ACCESS TO BASIC EDUCATION

Some countries equate basic education to primary education, others consider pre-school education to be an integral part of basic education, and others still extend the basic education cycle to include a few years of post-primary education. This is as far as children are concerned. But, on the other hand, there are large numbers of adolescents and adults who, having been deprived of a basic education during their youth, are in need of and entitled to a basic education adapted to their particular condition in life. Both of these categories of people should be considered when speaking of expanding the opportunities in basic education.

Not all countries include adolescents and adults among the clientele of basic education, not in the sense that there are [illegible]tive programmes for offering them a basi education which include the elements which enter into the basic education of the young. For most countries literacy of the entire population is an important goal. All countries are engaged in a multiplicity of ways in educating the entire population in aspects of environmental education, health education, political education, etc. It would be a major exercise in itself to assess each country's contribution to the basic education of out-of-school adolescents and adults, and even of out-of-school children for that matter. The relevant data is not at hand, and apart from giving the literacy rate of each country, little can be said here of the universalization of basic education for this sizeable portion of the population. Our comments will be mainly centred upon the basic education of the young.

Primary School Enrolment

The percentage of children who are enrolled in primary school and who complete the primary cycle is fairly high overall. The

figures should, however, be examined with caution. Among the children who are actually enrolled in schools, a considerable number are older or younger than the corresponding age group, either because they entered school at an earlier or later age than the theoretical year of entry, or because they repeated one or more classes during primary school.

Bearing this important qualification in mind, the fairly high enrolment rate for some countries and the likely progress made in expanding enrolments, since these figures were calculated for other countries, imply that several countries are approaching universal primary education. Because of geographical isolation of some communities, the inevitable pockets of cultural resistance to formal education, and the resulting difficulty of building schools or placing teachers in these regions, reaching the last 10-15 per cent of the school-age population is often difficult and costly to governments, despite their commitment to doing so.

Moreover, a more formidable constraint than geographical isolation to universal primary education may be the problem of drop-out. Referring to returns received, we see that countries with a low percentage of children who complete the primary cycle generally have low enrolment rates. Until children who start school stay in school, full coverage cannot be achieved. Unfortunately, we do not know enough about the causes of drop-out, which may vary from one place to another: inability of the family to pay for books or uniforms, need for the child to care for younger brothers and sisters or contribute to family income-earning activities, lack of classrooms for upper grades, teacher shortage, poor performance by the child resulting in lack of motivation. Governments may need to investigate more thoroughly the causes

Table 3. Net primary school enrolment and completion rates

Country	*Year*	*Net primary school enrolment rate (%)***	*Completion rate for primary school cycle (%)*
Botswana	1978	80*	70
Burundi	1974	20*	30?
Comores	n.a.	n.a.	n.a.
Ethiopia	1977	26	n.a.
Kenya	1976	80	86
Lesotho	1975	85	50
Madagascar	1977	90?	33
Malawi	1977	56*	21
Mauritius	1976	94	99
Somalia	1978	39*	80
Swaziland	1978	92*	49
Tanzania	1976	78*	81
Zambia	1976	97*	80

? *Data incomplete*

* *Includes overaged students*

** *Enrolment rate refers to school year and means the percentage of eligible children enrolled full-time in the appropriate school, public and private, by level. These figures are often subject to a wide margin of error owing to variation in the accuracy of basic data (i.e., age-specific population and enrolments). Enrolment figures frequently are higher than the number of students actually in school. Overaged students whose inclusion is indicated by asterisk also can inflate the ratios.*

Note: *The completion rate refers to the number of children who start and complete the primary school cycle.*

Source: *World Bank, "Comparative Education Indicators", 1 July 1979.*

of drop-out before they can take effective action to achieve universal primary education.

All countries in the Eastern Africa region are aiming at achieving universal basic education for children as a matter of priority, but not all have committed themselves to a date.

Table 4 gives the target date, where available, of the achievement of universal primary education to primary school education only.

Table 4. Target date for universal primary education

Country	*Target date*
Botswana	1985
Burundi	n.d.
Comores	n.d.
Ethiopia	n.d.
Kenya	1983
Lesotho	n.d.
Madagascar	1979
Malawi	n.d.
Mauritius	Achieved
Somalia	1975/6
Swaziland	1985
Tanzania	1977
Zambia	n.d.

Pre-school Enrolment

Eight countries out of 13 described their official policy on the education of pre-school children. The majority indicated, in one way or another, that they favour the development of institutionalized pre-school education but are unable, for the time being, to finance such an enterprise.

They are generally more concerned and active in the development of curricula, the education of teachers, and the supervision of nursery schools, than in universalizing pre-school education at government expense. The countries which reported on official policy vis-a-vis pre-school education did so as follows:

The Comores have in mind to develop pre-school education, whilst ensuring that Koranic education is thoroughly integrated into the process. Ethiopia encourages the opening of pre-schools by popular associations which would be responsible for the recruitment of teachers and payment of teachers' salaries. Government would concern itself with the training of pre-school personnel. Kenya would like to provide all children with a pre-school education under the Ministry of Housing and Social Services, with assistance from the Ministry of Education in the development of curricula and the preparation of teachers. Lesotho has not committed itself to financing pre-school educational institutions, but will support voluntary agencies that initiate pre-school educational programmes. Malawi intends to universalize primary education and expand secondary education before embarking on pre-school educational programmes. Mauritius is making determined efforts to universalize, co-ordinate and improve the quality of pre-school education through research on the young child, the establishment of a resource centre of educational materials, the in-service education of pre-school personnel and the organization of workshops for the production of didactic apparatus on a self-help basis. Swaziland is concerned with providing care and supervision of children aged 3 to 6 whose parents are occupied and therefore unable to offer a stimulating environment for the child. Under current educational refrom policy, pre-school education is viewed as an essential and accepted phase of learning.

Table 5 gives the number of children attending nursery schools in 11 countries. These figures could be misleading by giving the impression that the education of the very young is not a concern of governments. Countries are concerned with the very young. They may not give a very high priority to pre-school education in formal institutions, simply because resources for education are limited. Also the responsibility for caring for and educating the young rests partly and sometimes entirely with ministries other than the Ministry of Education.

Table 5. Enrolment in pre-primary educational institutions 1978

Country	*Enrolment*
Botswana	1,800
Burundi	1,694
Ethiopia	25,009
Kenya	300,000
Lesotho	2,530
Malawi	2,790
Mauritius	40,000
Swaziland	2,457
Somalia	5,271
Tanzania	205,669
Zambia	14,910

UNICEF assistance in the area of pre-school education in this region is therefore an important contribution. While governments are interested in the education of the very young, without contributions from appropriate donor agencies, the education of pre-school children may not have been initiated.

This is especially true for the deprived and under-privileged. The particular concern of UNICEF in this respect has been in the orientation of pre-school personnel, the design of pre-school programmes, and the preparation of pre-school materials.

Chapter two

CHARACTERISTICS OF BASIC EDUCATION PROGRAMMES

GENERAL CHARACTERISTICS

Basic education, whether for children, adolescents or adults, has to come about through a variety of educational experiences. These experiences will not be identical in all countries and will vary in character depending on the learner group children, adolescents and adults. Some countries, by the nature of their political, sociological, cultural and economic environments, will place a higher priority on the development of certain kinds of knowledge, skills and attitudes than others. This is seen in the responses of various countries to the question asking which of a series of items those listed in table 6 – are considered to be the important components of any basic education programme.[1] This information is supported by the reports of meetings held in the Eastern African region on basic education. (See also annex 2).

The responses in table 6 show a unanimity on three items only; a majority opinion on most of the others and lesser support for five out of the 16 areas mentioned. Literacy, numeracy and simple agricultural skills were considered by all countries to be essential and important components of the basic education package.

Environmental education, physical and health education, social, civic and political education, domestic science, simple technical skills and productive work are given almost equal importance. National and local history and geography, a basic knowledge of science, participation in community projects, and traditional arts and crafts followed closely.

Religious and moral education and simple commercial skills appealed to a majority, whilst vernacular literature, family and sex education, world history and geography, and traditional music, dance and drama were generally rated lower.

Additional areas of interest, each suggested by an individual country, and which might, therefore, have gained greater support if they had been included among entries in the questionnaire, were: national integration, international understanding, oral tradition, production units, self-help schemes, and co-operatives.

In the primary schools, the three Rs remain in prominence, with an increased emphasis on vernacular languages and the development of simple commercial skills. Religious education retains its importance in about two-thirds of the countries. The social sciences are related to local conditions and enriched by political, civic, social and moral education, which are considered by many countries to be of special importance.

The sciences are studied in order to better understand the world we live in and to serve as a basis for developing agricultural and technological skills. Environmental education is considered as a necessary extension of the social and experimental sciences and productive work is looked at as an excellent means of developing practical skills and positive attitudes in all areas. Physical and health education and domestic science are up-graded and made more practical.

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1. It should be added here that while these components can be delivered through a variety of educational experiences, both formal and non-formal, because of the limitations of this study they will only be gauged for their relevance to primary school education.

The areas of concentration listed in tables 6 and 7 should not be construed as representing as many subjects to be included in a curriculum. They are areas which need to be emphasized or de-emphasized, as the case may be. When, how and under which titles they are taught is the decision of curriculum developers in each country. The important thing is to cover all areas according to their relative importance, to identify priorities and to offer an education which effectively prepares a child for life in his or her environment.

Although the question asked about the desirable components of basic education (table 6) was intended to refer to adolescents and adults, as well as children, the responses

Table 6. Importance attached to possible components of basic education

	Subject areas	*Very important*	*Less important*	*Of little importance*
1.	Literacy	13	–	–
2.	Numeracy	13	–	–
3.	Basic agricultural skills	13	–	–
4.	Domestic science, home economics	12	1	–
5.	Productive work	12	1	–
6.	Physical and health education	11	2	–
7.	Social/civic/political education	11	2	–
8.	Basic technical skills	11	2	–
9.	Environmental education	11	1	1
10.	National/local history/geography	9	4	–
11.	Basic knowledge of science	9	4	–
12.	Participation in community projects	9	4	–
13.	Traditonal arts and crafts	9	3	1
14.	Religious education	8	2	3
15.	Moral education	7	5	1
16.	Basic commercial skills	6	4	3
17.	Vernacular literature	5	2	6
18.	Family and sex education	3	6	4
19.	Traditional music, dance and drama	2	10	1
20.	World history/geography	2	3	8
	Total	176	56	28
	Possible total	260	260	260
	Percentage	67%	22%	11%

here apply primarily to school situations. This being the case, the data in table 7 can be compared to the data in table 8 which answered the question: "How adequately, in your opinion, does the primary school education cycle currently prepare children for life?" The answer to this question gives some indication of the extent to which primary schools actually meet the requirements of a balanced basic education.

In comparing the relative importance given to subjects which should, in the opinion of respondents, be included in a basic education programme, with their estimation of the effectiveness with which they are presently being taught, if at all, in primary schools, one discovers each country's views on the quality of basic education. This has been done in two ways: First by listing the subject areas in order of estimated importance and showing how many countries think that they are adequately or inadequately taught, or not taught at all; and second, by grouping subjects in three categories, according to their estimated importance.

Table 7. Importance of subjects in a basic education programme and quality of treatment in primary schools

	Very important	*Adequately taught*	*Less important*	*Less adequately taught*	*Of little or no importance*	*Inadequately taught*
1. LITERACY						
Priority	13		–		–	
Adequacy of current teaching		11		2		0
2. NUMERACY						
Priority	13		–		–	
Adequacy of current teaching		11		2		0
3. DOMESTIC SCIENCE/ HOME ECONOMICS						
Priority	12		1		–	
Adequacy of current teaching		7		4		2

Table 7 continued overleaf.

Table 7 continued.

	Very important	*Adequately taught*	*Less important*	*Less adequately taught*	*Of little or no importance*	*Inadequately taught*
4. BASIC AGRICULTURAL SKILLS						
Priority	11		2		–	
Adequacy of current teaching		5		1		7
5. PHYSICAL AND HEALTH EDUCATION						
Priority	11		2		–	
Adequacy of current teaching		8		3		2
6. SOCIAL, CIVIC AND POLITICAL EDUCATION						
Priority	11		2		–	
Adequacy of current teaching		7		4		2
7. ENVIRONMENTAL EDUCATION						
Priority	11		1		1	
Adequacy of current teaching		5		4		4
8. BASIC TECHNICAL SKILLS						
Priority	11		2		–	
Adequacy of current teaching		4		1		8

Table 7 continued overleaf.

Table 7 continued.

	Very important	*Adequately taught*	*Less important*	*Less adequately taught*	*Of little or no importance*	*Inadequately taught*
9. BASIC KNOWLEDGE OF SCIENCE						
Priority	9		4			
Adequacy of current teaching		9		3		1
10. LOCAL/ NATIONAL HISTORY/ GEOGRAPHY						
Priority	9		4			
Adequacy of current teaching		8		4		1
11. TRADITIONAL ARTS AND CRAFTS						
Priority	9		3		1	
Adequacy of current teaching		2		8		3
12. RELIGIOUS EDUCATION						
Priority	7		2		1	
Adequacy of current teaching		6		5		1
13. MORAL EDUCATION						
Priority	7		5		1	

Table 7 continued overleaf.

Table 7 continued.

	Very important	*Adequately taught*	*Less important*	*Less adequately taught*	*Of little or no importance*	*Inadequately taught*
Adequacy of current teaching		5		7		1
14. BASIC COMMERCIAL SKILLS						
Priority	6		4		3	
Adequacy of current teaching		1		5		7
15. VERNACULAR LITERATURE						
Priority	5		2		6	
Adequacy of current teaching		3		6		4
16. FAMILY AND SEX EDUCATION						
Priority	3		6		4	
Adequacy of current teaching		3		4		6
17. TRADITIONAL MUSIC, DANCE AND DRAMA						
Priority	2		10		1	
Adequacy of current teaching		3		7		3

Table 8. Adequacy of primary school programmes in relationship to the desirable components of basic education

	High priority subjects	
Well taught	1.	Language
	2.	Number
Fairly well taught	1.	Physical and health education
	2.	Home economics
	3.	Social, civic and political education
Poorly taught	1.	Environmental education
	2.	Basic agricultural skills
	3.	Basic technical skills
	Medium priority subjects	
Fairly well taught	1.	Local/national history /geography
	2.	Basic knowledge of science
	3.	Religious education
Poorly taught	1.	Moral education
	2.	Traditional arts and crafts
	Low priority subjects	
Poorly taught	1.	Traditional music, dance and drama
	2.	Vernacular literature
	3.	Family and sex education
	4.	Basic commercial skills

The first row of figures opposite each entry shows the importance given to the subject by countries in the region. The second indicates how well current primary school programmes are thought to fulfil expectations.

BASIC EDUCATION AND SERVICES FOR THE COMMUNITY

A special characteristic of basic education is its relationship to the community and to basic services needed to improve a community's quality of life. A system of education which does not enable members of a community to provide themselves with the services which are basic to their existence as human beings fails miserably in fulfilling a primary function.

In the efforts to provide basic services for children, and their families, governments and

UNICEF alike have realized that a number of measures can be taken to enhance the relevance as well as the the effectiveness of the basic services they wish to provide.[1] They have also learned that education – by whatever name it is called – is an essential component of every basic service; it is required to sensitize people to the need and potential of the service, to provide the community with the skills required to install and maintain the service, and to teach its members how to make proper use of the services which are available.

It is also apparent that the same basic services which are beneficial to children are also needed by and are beneficial to adults. It would be futile to educate school children in the importance and use of basic services, without paying equal attention to the education of children who do not attend school, adolescents and adults in the same manner.

Education, however, has a much wider connotation than the provision of basic services. It is also concerned with the development of communication skills, an understanding of man and the universe, intellectual, social and cultural values, and earning a living. The danger is that, unless a conscious effort is made to integrate all of these elements into a coherent "system" of education for adults as well as children, the education which is offered to the nation and each of its communities risks being deficient in some respects.

In Eastern Africa, governments are generally moving in the direction of policies which meet essential needs. This is also very much in keeping with UNICEF's co-operation and support to governments which aims at uplifting the quality of life for children and their families.

The two programmes outlined below are the community schools in Tanzania and the nomadic education centres in Somalia. Both link basic education to basic services.

Community Schools in Tanzania

In Tanzania, much of the activity in all sectors of development is seen in terms of education and education is closely linked with the provision of basic servicers. "The dominant trend in basic education – at policy, planning and implementation levels – is towards the linking of educational services to the delivery of other services to the community, to productive (income-generating) activities and to work in general. The trend so described more or less defines what is meant by the community school, which is the ideal towards which the country is striving."[2] It is the intention of the Government that the community approach to education, which originated at Kwamsisi in 1971 and which has since been adopted in 35 experimental schools, will be extended throughout the nation by 1982, thus leading to the full integration of basic education with the development of basic services in health, water, day-care, nutrition, etc.

UNICEF has been closely associated with the evolution of basic education in Tanzania

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1. Some of these measures are community involvement in the identification of needs and in the planning,delivery and maintenance of services; the adoption of an integrated approach of providing services which are essentially interrelated.

2. Tanzania Country Analysis.

since 1969, when it became a partner in MTUU (Mpango wa Tanzania/UNICEF/Unesco), the driving force behind the movement towards community education. MTUU, which operates as change-agent in the Ministry of Education is staffed by Tanzanians, all of whom have several years of experience as teachers, tutors, inspectors or administrators. Most of its personnel are stationed in teachers' colleges throughout the country.

Their role, which is primarily advisory, consists in developing basic education curricula in conjunction with village, district, regional and national personnel, in developing and testing teaching methods and materials for various categories of learners, in assisting in the pre-service, on-the-job and in-service training of teachers, and in tendering advice to practising educators.

The community schools, which are an outgrowth of the Kwamsisi experience, started with UNICEF assistance in 1971 and are the result of years of experimentation in applying the principles of education for self-reliance to the Tanzania situation. The community school is a centre for many communal activities. Each school must contribute significantly to its own upkeep. Every school includes an element of productive work and self-reliance activities in its curriculum; manual work is a core subject for all pupils; village development projects, including the provision of basic services, are adopted as "centres of interest" in the school curriculum; and parents as well as children benefit from the educational services of the school.

In brief, Tanzania conceives of basic education as a preparation for life for the majority of Tanzanians. It considers enabling citizens to provide for their own basic services to be an important objective of basic education. It includes children, adolescents and adults among the clientele of its basic education programme; it has chosen to adapt the existing primary school system to the needs of the community; and it is in the process of converting all of its primary schools into community centres wherein learning and working are viewed as two complementary and continuing aspects of life in the community.

Nomadic Education in Somalia

Somalia is faced with a problem which differs considerably from the one encountered in Tanzania, in that between 50 and 60 per cent of its inhabitants lead a nomadic life, and, in contrast to Tanzania, it has no intention of hurrying the process of villagization of nomads. Faced with this different set of circumstances, but fired with the same determination as Tanzania to extend the benefits of education to its entire population, Somalia has paid special attention to its nomads and devised for them a version of basic education which is directly related to the provision of basic services. "The main thrust of the Government's policy on basic education in Somalia has been relating education to the particular needs of the environment", in relating basic education to basic services "as a starting point for improving the quality of life of nomads".[1]

In 1974, the Government launched a rural development campaign with the following objectives: (1) to eradicate illiteracy in rural and nomadic areas; (2) to extend health and veterinary services to the nomadic

1. *Unesco-UNICEF Co-operation Programme.* Basic Education for Nomads. *Report of a Seminar held in Mogadishu, Somalia, 1-9 April 1978. Nairobi, UNICEF-EARO, 1978 p. 48.*

population; (3) to carry out a national census. However, it soon became apparent that little progress would be made in the provision of basic services until the people's attitudes were also modernized and until they were given the opportunity to learn the skills required to improve their own way of life.

This required the adoption of a system of education clearly related to the provision of basic services.

Out of this realization grew what is known as the Nomadic Education Project, which consists in the establishment of nomadic education centres for the purpose of:

(a) modernizing the attitudes and values of the nomad so that he may perceive and accept the elements of change which would improve his quality of life;

(b) giving him the basic skills and techniques by means of which he might become an effective agent of change in his own environment;

(c) providing communities with the services which are basic to the envisaged improvements;

(d) engaging the nomads in self-help activities and mobilizing the force they represent for nation-building;

(e) serving as a centre for research on Somali fauna and flora, ecology, as well as for Somali folklore, culture, linguistics poetry, arts, etc.

The centres offer programmes for adolescents, adults and children and cater for the two kinds of nomads in the country; those who are exclusively pastoralists and those who practice agriculture as well as pastoralism.

The needs of these two groups[1] are catered for in separate establishments. The programmes for both groups cover the same areas, but a greater emphasis is placed on agriculture for the latter. They include tuition in literacy, health education and hygiene; animal husbandry; range conservation; processing of animal products; marketing; wild life preservation and crop science.

Regular programmes for adolescents are of eight months duration in each of two successive years and those for adults of four months duration in two instalments. In addition, there are courses in crop and animal husbandry for children lasting three years, six months of which are spent in school and the remaining six months with their parents.

UNICEF's assistance to these two projects, the community schools in Tanzania and the nomadic education centres in Somalia, attest to its profound belief that basic education is an essential component of basic services. Moreover, the emergence of the concept of basic education and the desire of governments in the Eastern Africa region to implement the concept in their respective countries, is an innovation of considerable significance. The participation of local communities in the promotion of basic education should be viewed in terms of their involvement in a process of innovation which must fulfil certain requirements in order to be successful:

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1. There is also a very small group of hunters/gatherers in the south of the country who cannot be categorized as either nomad pastoralists or agricultural pastoralists.

these include the sensitization of the population concerned, whereby a novel idea is generated from within or accepted by the community; the action of change-agents who are able and willing to lead the community through the various steps which bring about change, and the actual involvement of the community in effecting this change.

The sensitization required to render the implementation of the concept of basic education possible consists in great part in convincing the community that the basic education programmes which are being proposed effectively correspond to their felt needs. The most effective way of doing this is to involve the community from the beginning in the policy-making, planning and programming processes.

Communities throughout the developing world conceive of education and educational achievement in the context of the system to which they are accustomed, a system which places a premium on academic performance and certification. The over-production of academically qualified school leavers at both primary and secondary levels, which frequently leads to unemployment and frustration, is beginning to destroy the myth that academic achievement is a guarantee of success in life and that other forms of education/training are of inferior quality. But the fundamental aspiration to a white-collar job still looms high in the minds of most people.

In order, therefore, for people to accept the idea of basic education as a valid alternative to existing systems, two things are necessary: basic education programmes must offer equal opportunity for access to higher levels of education and, at the same time, be a better preparation for life than its predecessor, the formal studies curriculum. The best way of satisfying communities that this is so is to involve them in the curriculum-making process, at least in those areas which depart from normal practice. Although this has not been common procedure in the region, it is not without precedent. Tanzania has long experimented with the idea of calling upon communities to participate in the design of the non-academic portions of the curriculum with considerable success. Participants include party leaders, government officials of various ministries, local government authorities, teachers, parents and even pupils, and many of the resulting learning activities involve parent and children, community and school participation.

A second characteristic of community participation in basic education is the presence of effective change-agents, or persons who can lead the reform in the right direction and enlist community co-operation. This is generally brought about by identifying the natural leaders in a group and supplying them with the support and professional advice they need from the outside. Such a procedure has been followed in countries where communities are responsible for the location, building, maintenance, and sometimes the administration of their schools. It is less apparent in countries where governments assume the entire burden of providing everything required for education, from equipment and maintenance to administration and staffing.

In the first instance, the community feels that the responsibility for educating children is primarily theirs; they become interested in what goes on in the school and are prepared to make considerable sacrifices of time and money to ensure that their children are well educated. They have a reason for getting together and using existing infrastructures to promote their cause. This is particularly

effective when the leaders are chosen or accepted for traditional reasons by the community, which is generally the case at local level.

Community participation should also be solicited in operating change. When participation is restricted to the realm of consultations and discussions, the chances are that the initial fervour elicited by a novel idea will cool as the novelty wears off. Change will only become permanent if the would-be beneficiaries effectively benefit from the innovation. In a process which produces tangible results as slowly as education, it is of utmost importance that the parents and the community as a group contribute to its realization; such contribution ensures an awareness of the benefits which accrue to their children as a result of change and, hopefully, also brings benefits to the whole community. Community participation in primary school educational activities does not seem to be a common feature of primary education systems in Eastern Africa. This might explain why the purported objectives of many of the educational reforms which are taking place with a view to providing a functional basic education, as distinguished from a perfunctory primary education, are slow in being achieved.

Chapter three

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IMPORTANT FACTORS IN THE DEVELOPMENT OF BASIC EDUCATION

SHARING OF EXPERIENCES AND GENERATION OF NEW IDEAS

The evolution of educational policy and the formulation of educational programmes in any country are primarily the result of national philosophies, political ideologies, popular demand, wisdom and the insights of national educational professionals and administrators within the country.

The exchange of ideas and experiences among national professionals in the countries in the field of education in general, and of basic education in particular, has however, in the opinion of all countries in the region, been an influential factor in provoking thought, stimulating the raising of "old" questions in "new" modes relevant to today and tomorrow and in initiating experimentation in the area of basic education. It has focused anew the attention of governments and educationists on the rights of individuals and needs of society in this area. It has also renewed the concern to elucidate the concept of basic education and, as a consequence, to seek ways and means of rendering educational services more comprehensive, more effective and better adapted to national and sub-national requirements. It has also drawn the attention of governments to the importance of co-ordinating and evaluating formal and non-formal education programmes; and it has focused attention on the role of informal learning as it is occurring in the home, family, tribe and community.

This is made evident by the answers given to the three questions relating to regional conferences, seminars, workshops and other meetings concerned with basic education. The first asked which education conferences, seminars, workshops, held in the region are considered to have made the greatest impact on basic education in each of the countries of the region; the second solicited themes for future workshops; and the third called for suggestions which might improve the effectiveness of such encounters.

There have been several regional and pan-African meetings on various aspects of education during the last decade – many of them on topics related to the basic education of children and adults. Out of the 17 mentioned as having been most influential in shaping basic educational policy and practice in Eastern African countries, no less than ten were sponsored either separetely or more often jointly by UNICEF and Unesco. Those named most frequently are the seminar on Basic Education in Eastern Africa held in Nairobi in 1974, and the Conference/Workshop on Teacher Education for Basic Education held in Tanzania in 1975.

Themes proposed for future meetings cover most aspects of basic education, but a closer examination of the proposals received reveal a special concern to relate basic education to national and local realities and needs, a desire to find a practical and effective way of integrating simple technical skills into basic education programmes, and a need for co-ordinating, monitoring and evaluating basic educational activities. See annex 3 for a list of suggested topics.

Suggestions for improving the effectiveness of meetings refer to a judicious choice of participants, the programming of meetings on an annual basis, the preparation and circulation of working documents in advance of meetings, and an emphasis on group work rather than on general sessions.

MEDIATORS OF BASIC EDUCATION

Basic education, as explained earlier, includes varying sectors of formal education and also transcends the boundaries of formal education systems. According to various countries' interpretation of the concept, it may include pre-school and primary school education, post-primary and portions of secondary school education, and practically all categories of non-formal education which are not specifically designed for the furtherance of higher academic education and specialized vocational training. The mediators of basic education are drawn from a variety of sources. Such mediators include parents, teachers, community members, social workers, etc.

Pre-school Personnel

The employment of qualified pre-school personnel and the full-time training of pre-school teachers are not common in Eastern Africa. In fact, no country has reported minimum requirements for teaching in a pre-school educational institution nor has any country described regular programmes for the preparation of such teachers prior to employment. The provision of in-service training courses for practising nursery school teachers and day-care personnel does exist and is on the increase. UNICEF is committed to reaching the deprived and under-privileged; hence, in addition to supporting pre-school care and educational activities, it is imperative to help mothers and others concerned with young children support them actively in the growing-up process.

Primary School Teachers

The rapid increase in primary school enrolments in recent years has called for a proportional increase in primary school teachers and has placed a heavy burden on existing teacher education institutions and programmes. It has also caused some countries to enlist the services of large numbers of unqualified (untrained) teachers and, in some instances, given rise to alternative ways of training primary education personnel. Many countries have imaginative pre-service and in-service programmes designed to provide teachers at a much faster rate than is possible in regular training institutions.

The main problem, however, has to do with quality rather than quantity. A new kind of teacher is required to cover such areas as environmental education, moral education, family and sex education, basic technological, agricultural and commercial skills, self-reliance activities, participation in community development projects, etc.

In order to assess the effectiveness of existing programmes in reorienting teachers to education, two factors have to be considered, namely, the countries' views on the components of such a programme and the adequacy of current practices.

The 13 countries surveyed are in almost unanimous agreement on the composition of the teacher education package. Of the list of subject areas given in table 6 only a few are not considered to be of importance by all countries. Two countries did not include modern music, fine art and crafts, family and sex education and methods of teaching adults, whilst one only omitted each of the following: traditional arts and crafts; physical education; moral education; social, civic and political education; basic technical skills; productive work and self-reliance activities.

No country suggested additional subjects. It can be assumed that the list which appears on table 9 reflects the views of the large majority of countries in the region on what should constitute teacher education for a basic education programme.

The adequacy of existing teacher education programmes in the preparation of teachers of basic education offers more variation. Whereas most countries are satisfied with the teaching of languages, mathematics, the physical and biological sciences, social studies and simple agriculture skills, a bare majority consider their programmes to be adequate in respect of health education, domestic science/ home economics, physical education, social, civic and political education, community activities and in development projects. The other subject areas seem to be neglected by most countries. Individual countries have made isolated attempts and improved one aspect or other of their teacher education programmes, but no attempts have been made at a regional level to design teacher education programmes corresponding to the concept of basic education as it is presently interpreted in Eastern Africa.

The position as regards language does not emerge clearly from the above table, because of variations in the linguistic situation from one country to another. The concern here is

Table 9. Countries' views on adequacy of existing programmes for training teachers for basic education

	Adequate	*Inadequate*	*Non-existent*
Languages	10	1	0
Mathematics	8	1	0
Basic agricultural skills	8	1	0
Biological sciences	8	3	0
Social studies	7	2	0
Health education	6	5	0
Domestic science/home economics	6	5	0
Physical education	6	4	1
Social, civic and political education	6	2	3
Religious education	5	4	2
Moral education	5	3	3
Environmental studies	5	3	2
Participation in community activities/development projects	5	1	5
Traditional music, fine art and dance	3	5	3
Modern music, fine art and dance	3	5	3
Self-reliance activities	3	5	3
Family and sex education	3	4	4
Productive work	3	3	5
Modern arts and crafts	1	8	2
Guidance and counselling	1	6	4
Traditional arts and crafts	1	5	5
Methods of teaching adults	1	4	6
Learning from local artisans	0	7	4

with languages of instruction and languages to be taught in schools.

All countries agree that all languages taught and all media of instruction in primary schools should be included in teacher education programmes, but it is interesting to note that the main vernacular in Mauritius, namely "Creole" is taught neither in primary schools nor in teachers' colleges, and that neither Creole nor French (the latter being the language of the newspapers) is used as a medium of instruction. In Tanzania, Kiswahili, which is the national language but the vernacular of very few people, has been chosen as the language of instruction, whilst the vernaculars are neither taught nor serve as a medium of instruction at any level.

Other Mediators of Basic Education

One of the weakest points in the efforts which are being made in the area of basic education is undoubtedly the lack of opportunities for orienting mediators for teaching in out-of-school programmes. The teachers or mediators engaged in this sort of activity come from a variety of sources. There are those who, by virtue of their appointment to ministries other than the Ministry of Education, are called upon to teach by word and through example as part of their normal duties. Field officers in ministries such as health, agriculture, forestry, labour, social services, information, wildlife, fall within this category. A second group is composed of those who teach in non-formal educational programmes. They cover the entire spectrum of knowledge and skills and deal with people of all ages, walks of life and levels of education. And finally, there are those who are recruited – frequently on an *ad hoc* basis – to mah large-scale, sometimes national campaigns and development programmes. Literacy campaigns are a case in point.

The total number of persons who belong to these various groups is higher than the number of teachers serving in formal educational institutions, in any country. They are generally, although not always, knowledgeable in their subjects and well acquainted with the skills of their trade; they are seldom versed in the art of teaching. Facilities for training them in the fundamental principles of education, the psychology and learning patterns of different groups of people, methods of teaching, communication media, etc., are rare and, where they do exist, are usually confined to crash programmes or brief induction or in-service courses.

Not a single country reported the existence of organized orientation courses for mediators of basic education other than for school teachers.

INFRASTRUCTURES

Co-ordinating Mechanisms

The importance of effective co-ordinating mechanisms for the evolution of policy, the planning and implementation of basic educational activities – indeed, of all educational services – is acknowledged by most governments, but few of them have so far established such infrastructures.

There is need for co-ordination of:

(i) formal and non-formal educational programmes;

(ii) the educative action of governmental and non-governmental organizations;

(iii) the activities of various ministries in education and training;

(iv) the support to informal learning in the home, family and community.

This need is felt at all stages of the education process: when policy is being made, when strategies are being developed, when plans are being worked out, when resources are allocated, when buildings are being erected, when learning programmes are being formulated and when these are being implemented.

The Ministry of Education in all countries is responsible for co-ordinating primary and secondary school education and the education of teachers — qualitatively and quantitatively. Co-ordination of the formal school education system can be looked at in many ways. There is the co-ordination between primary and secondary educational opportunities; between the manpower requirements of the system and the number of teachers in training; between school programmes and the preparation and re-orientation of personnel for teaching the programmes; but there appears to be little co-ordination between the formal education system and non-formal education programmes.

The relationship between primary and secondary school education differs from country to country. Some countries regulate the intake into secondary school according to the postulated manpower needs of the country. Others allow secondary education to develop as rapidly as possible with the assistance of voluntary agencies and local communities. One country, Mauritius, anticipates reaching universal secondary and post-primary education in the very near future. In the case of Mauritius, primary and early secondary education combine to form the basic education cycle, followed by higher or technical and vocational education for all citizens. In those countries where enrolments at secondary level exceed the facilities for higher education and vocational training, a serious problem of employment arises among school-leavers.

With the rapid increase in general secondary educational opportunities, professional and vocational training is being increasingly pushed forward to junior secondary and post-secondary levels, which means that it is reserved for a very small portion of the population. This in itself may not pose serious problems of co-ordination. Many training programmes are conducted by ministries other than the Ministry of Education, with each ministry establishing its own training institutions and designing its own courses. In addition in some countries there are numerous training programmes which are organized by industry, voluntary agencies and private institutions. Such a multiplicity of training institutions calls for intersectoral co-ordination to avoid gaps and overlaps.

A further dimension to the problem of co-ordination derives from the numerous non-formal education programmes for children, adolescents and adults which exist in most countries. Whilst too rigid a control of non-formal educational programmes might destroy a great deal of initiative and enthusiasm and relegate many of the more cultural and humanitarian programmes to oblivion, a more co-ordinated approach to the non-formal education of youth and adults would undoubtedly assist more equitably throughout the country and offer a more balanced basic education.

Few countries have a permanent body for co-ordinating the development of education in all its forms. The closest other countries have come to a global approach to education and training is the appointment of *ad hoc* committees to review the position of education in their respective countries, to clarify

goals in relationship to national policy and to make recommendations for more concerted action in the future. The terms of reference of many of these committees are restricted to one particular aspect of education, e.g., the formal school system, technical and vocational education, teacher education, non-formal education, but others are entrusted with the task of dealing with the entire spectrum of educational activities.

The countries in this region are concerned about the gaps and duplication which arise out of otherwise well-intentioned efforts to provide educational opportunities for the masses. A number of them have established, or are in the process of establishing, mechanisms for co-ordinating these activities. But whilst attempting to rationalize the planning and provision of education on a nationwide basis, there is no evidence on the part of countries who have commented on this point of attempts to limit initiatives of collaborators in development.

Communication Systems and Other Media

Children learn through a variety of means. Attitudes, values, knowledge and skills are acquired through experience at home, in the community, and at school, both in and out of the classroom. These experiences are the result of interaction with persons and things. Communication can be through a variety of channels, for example, person-to-person, mass media and printed materials. The extent to which use is made of these various communicating channels in schools, and the quality, as well as the relevance of these media to the learning situation, is very important in promoting education relevant to national development.

The radio is in common use but most countries admit that the potential this medium has for reaching all has not been fully realized. There is a noticeable effort to produce teaching aids locally, both at national and school level, but reliance upon imported apparatus and other teaching aids is still considerable.

Table 10. Media of communication other than teachers in primary schools

Medium of communication	*Used extensively*	*Used to some extent*	*Used little or not at all*
Radio	2	10	1
Imported books	5	3	5
Books produced in the country	8	5	0
Imported teaching aids	4	7	1
Teaching aids produced in the country	3	8	2
Teaching aids produced in schools	3	6	4
Mediators other than teachers	1	2	8

Radio broadcasts to schools are a common feature in the region. Just about every country has a regular programme of broadcasts relating directly to subject matter taught in the classroom and these are followed in the majority of schools. Little, if anything, is done, however, on topics which are not included in the school curriculum. In other words, the radio is not used to any appreciable extent in enriching the primary school curriculum, i.e., in rendering it closer to the concept of basic education. No country has reported educational radio programmes for children outside the school system.

Significantly, varied programmes are offered informally for children. These undoubtedly entertain and educate. Their scope, content and impact remain to be analysed. The media is used much more widely in respect of adults. Adults can of course follow children's programmes, but there is no evidence that this practice is widespread. Adults do not have and are not generally supplied with the guidenotes relevant to the courses, and unless they have themselves been to school and therefore benefited from a basic education of some sort in their youth, they are likely to be neither interested in nor able to follow broadcasts directed to school children.

Educational broadcasts for the general population do exist in most countries, but the majority do not have co-ordinated basic education programmes for adults. They usually consist of one or more sessions on a specific topic, such as political education, consumer education, co-operative education, wildlife preservation, family education and health education.

"Normal" radio programmes may relate to basic education. There is no doubt that the radio is one of the most far-reaching and effective means being used to inform the people of what is happening in their country, to disseminate attitudes and values of national importance, and to educate the masses in a large variety of areas pertaining to the improvement of everyday life. Television fulfils much the same purpose, but to a more limited extent, because it does not exist at all in some countries and in those where it does exist, its audience is severely restricted by the range of its transmitters and the small number of receivers among the lesser educated and more remote sectors of the population.

There is a good range of newspapers, in English, French and in some of the principal vernacular languages, in most countries of the region. Besides the news which has an informative and educative value in its own right, the newspapers carry articles which are written to educate readers on particular political, legal, social, cultural and economic aspects of everyday life. However, they are not generally used in a systematic manner for conducting what might be referred to as basic education.

The major portion of education for adults is conducted through literacy classes, health compaigns, (frequently associated with the provision of basic services, such as the supply of water for drinking, cooking and washing), multipurpose health centres, clinics and dispensaries, rural development centres for the improvement of agricultural produce, community centres for the promotion of better family living, arts and crafts, and sometimes through cultural activities, youth associations and women's associations.

FINANCIAL CONSIDERATIONS

In order to accurately assess the magnitude of a country's expenditure on basic education,

numerous factors have to be taken into account:

1. The country's concept of basic education: its clientele and programmes;
2. the formal, non-formal and informal channels through which basic education is delivered;
3. the governmental as well as the non-governmental inputs into basic education.

This is a very difficulty task, not only because of the multiplicity and undefined nature of many inputs into the basic education of children, adolescents and adults, but also because many of these inputs are not quantified or quantifiable in monetary terms.

Whilst recognizing, therefore, that there are numerous other elements which should be included when assessing the cost of basic education, some idea of a country's investment in basic education can be gained from the portion of its budget which is allocated to primary education, supplemented by a less rigorous appraisal of the contributions made by other agencies and bodies to basic education.

Pre-Primary Education

The financial contribution of governments to pre-primary education in all countries is very small. Although most governments support the expansion of pre-school education, other areas of education, the universalization of primary education, the provision of technical or vocational educational opportunities and the education of teachers and higher education are given a higher priority. The financing of pre-primary education, apart from an increasing involvement of governments in the training of pre-school educational personnel and improvement of the curriculum, rests by and large on fees collected from parents who can afford to send their children to pre-primary educational institutions.

Primary Education

Government expenditure. The percentage of Ministry of Education budgets allocated to primary education is fairly constant. With the exception of Kenya, which devotes 72 per cent of its Ministry of Education recurrent budget to primary education, all others range from 40-49 per cent. However, the portion of GNP and total recurrent budgets devoted to primary education varies considerably by country. Table 11 gives an idea of national public resources devoted to primary education by multiplying the percentage of each country's (1) GNP devoted to education, and (2) total government recurrent budget devoted to education.

The percentage of total government recurrent expenditure devoted to primary education ranges from 21.6 per cent for Kenya to 5 per cent for Botswana, with the majority of countries devoting 7-9 per cent of total expenditure to primary education. The ranking changes, however, for public expenditure on primary education as a percentage of GNP. Lesotho takes the lead with 5.9 per cent due to its smaller "wealth" (GNP) available for education expenditure and greater proportion for that wealth earmarked for public expenditures in general. Kenya follows with 4.1 per cent, with Ethiopia and Malawi showing the lowest proportion of GNP devoted to primary education.

Nonetheless these figures can only give a partial picture of the priority placed on primary education. There is considerable variation in different countries' size of GNP,

Table 11. Government recurrent expenditure for primary education as percentage of GNP, total recurrent expenditure, and ministry of education expenditure

Country	*% of GNP devoted to educ.*[1]	*% of total govt. recurrent expend. devoted to educ.*[2]	*% of recurrent educ. budget devoted to*[3] *primary educ.*	*% of total govt. recurrent expend. devoted to primary educ.*	*% of GNP devoted to primary educ.*
	(1)	(2)	(3)	(2) x (3) (4)	(1) x (3) (5)
Botswana	6.0 (1978)	11	45	4.95	2.70
Burundi	2.5 (1974)	21	42	8.82	1.05
Comores					
Ethiopia	2.4 (1977)	13	40	5.20	0.96
Kenya	5.9 (1976)	30	72	21.60	4.13
Lesotho	12.0 (1975)	17	49	8.33	5.88
Madagascar	4.0 (1977)	20	48	9.60	1.92
Malawi	2.2 (1977)	14	42	5.88	0.92
Mauritius	4.7 (1976)	17	44	7.48	2.07
Somalia	5.0 (1978)	12	45	5.40	2.25
Swaziland	7.1 (1978)	18	43	7.74	3.05
Tanzania	6.6 (1976)	17.4[4]	42	7.31	2.77
Zambia	6.8 (1976)	15	48	7.20	3.26

Source: *World Bank (for column 1 figures) and UNICEF.*

1. *Public capital and recurrent expenditure only (excludes private expenditure)*
2. *Ministry of Education only*
3. *All figures are for 1976*
4. *Includes capital expenditure*

Note: *Figures for columns (2), (3) and (4) are for 1978, while figures for column (1) are for the year indicated in parenthesis. Column (5) figures, an extrapolation of columns (1) and (3), assume that (i) the proportion of Ministry of Education budget devoted to primary education in the year indicated in column (1) is the same as that in 1978 and (ii) the proportion of capital expenditure devoted to primary education is the same as that of recurrent expenditure. Regarding assumption (ii) it should be noted that the proportion of public capital expenditure devoted to primary education is invariably much lower than the proportion of the recurrent budget devoted to primary education; the figures in column (5) therefore overstate the percentage of GNP devoted to primary education. However, the overstatement is relatively minor since capital expenditure is generally a small percentage of total public education expenditure.*

government recurrent budgets and population; the relation of each to the other affects the significance of the percentages. Ultimately the statistic of greatest significance is the number of children being reached by the budget allocated for education. One might assume that a large primary education budget would lead to a higher primary enrolment rate. However, size of budget does not always correlate with the number of children enrolled.

This is due to the fact that government recurrent expenditure per pupil, or unit cost, varies widely – from US$15 in Madagascar to US$74 in Zambia, as shown in table 12.

The difference in unit costs can be explained largely by two important variables: teacher salaries and pupils per teacher. Salaries and pupil: teacher ration vary considerably among countries, and since teachers' salaries constitute a high percentage of the education budget, their level, as well as the number of pupils over which each salary is spread are the major reasons for the range in per capita costs. A high pupil : teacher ratio of 63: 1 in Madagascar (1977) accounts for a lower expenditure per pupil compared with Kenya, which has a ratio of 34:1 (1976). The high cost per pupil in Zambia is very likely due to high teacher salaries: $3,100 average annual salary (1976) versus $1,500 in Kenya (1976) and Madagascar (1977).

Although the unit cost figures above should be viewed with caution, they can give us some idea of a government's financial potential for expanding primary education to the entire age group or, more fundamentally, for providing each child with a basic education. High unit costs will obviously be a barrier to expanding coverage in countries which still have some distance to go in reaching all children. Achieving basic education for all children will need less costly alternatives, such as mobilizing untapped community resources or resources from organizations and agencies interested in basic education and in providing services for children. It is encouraging that non-governmental resources are used to a large extent in most Eastern Africa countries. These sources include parental contributions through school fees, as well as contributions from voluntary and non-governmental organizations and the local community.

While school fees are an additional source of revenue, they cannot be considered an important factor in financing education for most countries in the Eastern Africa region. Education at primary level is free in eight out of 13 countries surveyed. The

Table 12. Government recurrent expenditure per pupil in selected Eastern Africa countries: 1978

Country	*Primary education vote (US$ 000)*	*Primary school enrolment*	*Per capita cost to government (US$)*
Burundi	6,550	142,200	46
Ethiopia	39,180	1,059,100	37
Kenya	163,703	3,022,200	54
Madagascar	19,506	1,298,900	15
Zambia	6,971	944,100	74

income from primary school fees in the five other countries, ranging from US$1.08 in the earlier classes (grades) to US$13.50 in the later grades in Swaziland per annum, is very small.

At secondary level, two countries only, Botswana and Lesotho, charge fees which constitute an important souce of revenue. Primary education is free in Burundi, Comores, Ethiopia, Kenya, Madagascar, Mauritius, Somalia and Tanzania.

Table 13. Fees payable for attendance at government and government-aided primary schools

Country	*Annual fees (US$)*
Botswana	8.10
Lesotho	1.08 – 28.40
Malawi	5.40 – 10.80
Swaziland	8.10 – 13.50

Voluntary agencies still play an important role in promoting education in some countries, although in most cases voluntary agency educational institutions are recipients of government aid covering teachers' salaries and other expenses. Their contribution to education is, nevertheless, a real one, although it is not always measurable in monetary terms. This is revealed in table 14 which shows the countries' own estimation of voluntary agency contributions.

The contribution of teachers and students to the maintenance and development of primary schools appears to be small in all except four countries: Lesotho, Malawi, Tanzania and Zambia being the exceptions. However, eight countries out of ten reported that primary school teachers and students contribute to some extent in each of five ways to the upkeep and improvement of their schools.

By far the most important contribution to education from non-governmental sources is the assistance received from local communities. Their assistance consists of placing land at the disposal of schools, contributing money, materials and labour for building, furnishing and equipping schools, and sometimes in teaching or paying teachers' salaries. The emphasis is on allocating land and erecting buildings for educational purposes. This sort of assistance is considerable and important in Kenya, Lesotho, Malawi, Swaziland, Tanzania and Zambia, where the rapid expansion of primary education, and, in the case of Kenya, secondary and technical education, is largely a result of community contribution.

Table 14. Financial support of voluntary agencies to education

Type of education	*Significant*	*Moderate*	*Negligible*
Pre-primary	6	2	5
Primary	4	4	5
Secondary	4	7	2
Technical vocational	4	5	4
Non-formal education	4	3	6

Table 15. Contribution of teachers and pupils to the maintenance and improvement of primary schools

	Important	*Some*	*None*
Erection of buildings	2	5	3
Maintenance of premises	3	4	3
Growing foodstuffs for consumption	2	5	3
Sale of agricultural produce	3	5	2
Sale of handicrafts and processed goods	2	5	3

Table 16. Contribution of local communities to education

	Importance of Contribution		
Type of Contribution	*Important*	*Some*	*None*
Placing land at disposal of school	11	1	1
Money and materials for building schools	7	5	1
Money and materials for furnishing/equipping schools	3	6	4
Labour	3	6	4
Teaching	0	4	9
Payment of teachers' salaries	0	3	10

Chapter four

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THE ROLE OF UNICEF IN SUPPORTING BASIC EDUCATION

UNICEF assistance for basic education is given at regional and country levels. Country programmes are initiated by the governments of individual countries and supported by UNICEF through technical advice and financial support. Regional activities are designed to promote, facilitate and support the country programmes.

REGIONAL PROGRAMMES

The interest of the regional office in basic education goes back many years. In 1972 a regional adviser in basic education was appointed to the regional office within the context of the Unesco/UNICEF Co-operation Programme. The basic functions of the regional adviser are to consult with, to advise and assist governments, as requested, in the diagnosis of the educational needs of children and adolescents, and to further advise on the formulation of appropriate development policies, plans and strategies to meet these needs.

In the last seven years, the office of the regional adviser has assisted the countries in the region on several occasions, facilitated over 20 inter-country visits and organized a series of meetings on basic education. Some of these meetings were regional consultations which provided forums for the evolution of the concept of basic education in the region. Others were seminars on specific aspects of basic education such as curriculum development, teacher education, community learning centres and education for nomads.

In 1976, acting on the recommendations of previous regional consultations, the office of the regional adviser assisted in the establishment of two projects for basic education. The first was the Introduction of Technology in Basic Education Project. Its objective was to introduce an educational technology in both formal and non-formal educational activities, which would reduce to a minimum the need for specialized training in educational methods. This project is now being run under the auspices of ILO and SIDA. The second project was the Basic Education Resource Centre for Eastern Africa. Its original purpose was to act as a regional information research and training unit, and as a forum for sharing ideas and experience in basic education. It continues to depend on the offices of the regional adviser for advice and some technical support.

The activities of the office of the regional adviser for basic education are also strengthened by other programmes and projects that are supported by UNICEF. Basic education, which itself is a basic service, is also a component of the services promoted by UNICEF: for example, maternal and child health, safe water, appropriate technology, motiviation, women's activities – all require an educational input. Training programmes for paramedical workers; the training of artisans in appropriate village technology; training women to develop new skills to earn extra income, are all examples of basic education inputs.

The office has also assisted in the development of pre-primary education in nine out of 14 countries. It has devoted one-third of its education budget to the extension and especially the improvement of primary education. It has done this through curriculum development and teacher education projects in 16 countries. It has also been actively

involved in family, women, and community education programmes in every country. In recent years, the office has worked with the Project Support Communication unit of the UNICEF Eastern Africa regional office. For example, the film the *Community School* was produced with UNICEF funding in Tanzania in 1972. Other areas of co-operation have been training in educational radio production as in the Comores.

Programme Financing

While encouraging the concept and practice of basic education through the seminar and advisory services it has provided at regional level, UNICEF has also supported basic education through diverse education components of its programme assistance to countries of eastern and southern Africa.

Categorizing UNICEF assistance by type of basic education poses the following difficulties:

(i) Many projects are difficult to quantifiably separate into categories; this is especially the case for programmes associated with "basic education reform", which includes several categories such as teacher training, curriculum development and educational resources; or women's programmes, which may cover nutrition, production activities and/or literacy;

(ii) Similar programmes may go by different names in different countries: a women's programme in one country may have the ingredients of a nutrition programme in another;

(iii) Data available on the country programmes is for different time periods and different numbers of years, which may bias the reporting on distribution of UNICEF assistance in favour of programmes covering a longer time period.

With these reservations in mind, table 17 gives a general idea of the emphasis of UNICEF assistance to basic education by type over the past few years.

The table summarized below (table 17), gives (i) the percentage breakdown by category of total UNICEF expenditure on basic education and, (ii) the number of countries, out of the sample of 14, where programmes in each of the categories exist. The first column reveals the financial magnitude of UNICEF participation but may minimize the priority attached to programmes such as day-care and pre-school education, where inputs to any one project are generally modest due to a large self-help contribution.

Table 17. UNICEF assistance to basic education by type in 14 Eastern Africa countries

	Total expenditure (%)	*Number of countries with programmes (total sample = 14)*
Basic education for children	41.7	
Pre-school/Day care	(6.2)	9
Primary education	(32.4)	12

Table 17 continued overleaf

Table 17 continued.

	Total expenditure (%)	*Number of countries with programmes (total sample = 14)*
Primary teacher training	(26.3)	12
Curriculum development	(4.4)	5
Direct assistance	(1.7)	5
Others	(3.1)	4
Infrastructures	10.9	10
Planning/evaluation/research	(1.8)	4
Educational media and resources/information	(9.1)	9
Family/women's education	18.4	14
Training for basic services	29.0	13
Paramedical/primary health	(19.3)	11
Other technical/farmer/literacy	(9.7)	9
Total	100.0	

In short, clear trends are discernible in respect of beneficiaries and purposes of UNICEF assistance in Eastern Africa despite the diversity of the activities financed. The activities are essentially aimed either at pre-school and primary level children themselves or those adults such as teachers, community members, rural women, workers involved in such basic services as water supply or health care who have a clear role in meeting the essential needs of children. The goals of the activities are aimed to directly meet the learning needs of young children or the educational and training needs of others who can improve their capacity to help children with the newly-acquired knowledge and skills.

Relevance of UNICEF Assistance: Applicability to UNICEF Guidelines and Country Objectives.

Policies adopted by UNICEF's Executive Board in 1972/1973 and 1976 indicate that UNICEF co-operation in formal and non-formal education should be designed in accordance with the following guidelines:

(i) The co-operation should be the result of the identification of the country's national educational policies and of its relationship to and significance to the overall national development effort.

(ii) It should pay special attention to the needs of the lowest socio-economic groups and regions within the country, especially children, women and girls.

(iii) It should consider and promote the role of non-educational institutions in satisfying the educational needs of communities, in the context of the basic services approach. Conversely, the role of education services and institutions in the provision of other components of basic services should be recognized and developed.

Looking more at specific beneficiaries of UNICEF projects, the frequency and size of women's programmes financed by UNICEF, as well as the emerging frequency of pre-school and day-care programmes, reveal that special attention is being paid to women, girls and the young child.

Programmes oriented toward the urban poor, as in Zambia, focus on special disadvantaged groups. Primary education programmes aimed at universalizing primary education facilitate access of the poorest groups to education.

UNICEF has supported educational activities in countries where the government has set up mechanisms for co-ordination of different ministries' inputs to basic services. This is the case in Malawi, for example, where an integrated approach to the provision of basic services in a specific region under the authority of the Development Division of the Office of the President has been successfully proposed and assisted by UNICEF. On a more limited but promising scale, in Lesotho, UNICEF is supporting an interministerial approach to nutrition education involving the ministries of education, health and agriculture.

There appears to have been a judicious blend in UNICEF assistance of large-scale support to areas where government policies are well articulated, and a more modest but significant input in experimental fields or in areas where government policy is not yet clearly defined. This is the case for pre-school education, towards which moral commitment by governments is high, but where governments are more reticent to enunciate a definite stance due to scarce financial resources or indecision as to which ministry should have overall responsibility for the pre-primary group.

Turning to government opinion, education authorities have expressed the belief that UNICEF supports national objectives in education. Some officials point to new educational areas where UNICEF has encouraged, but not imposed, greater attention, but in no case have instances been cited where UNICEF officials attempted to insist on programmes which do not meet national needs as perceived by the countries themselves.

Whilst most officials had only praised for UNICEF collaboration, it is likely that UNICEF's increasing emphasis of the basic services approach after 1976 created the need for some reorientation of government perception of the optimal UNICEF role. In Lesotho, for example, a joint evaluation by UNICEF and government representatives in 1976 revealed that there was some confusion among governmental and voluntary agencies about what UNICEF is prepared to support. The Joint Evaluation report states that at times "UNICEF policy has appeared too general". The Evaluation did provide the opportunity to discuss general UNICEF policy, to explain the basic services approach and to encourage different ministries to sit together to consider

co-ordinated approaches. The Joint Evaluation report[1] stated further:

"It was apparent throughout the evaluation that many participants had misconceptions over what UNICEF was really about and what its policy meant. Thus, some participants thought of UNICEF in terms of vehicles, or food commodities, or certain types of equipment. The evaluation process was a very real learning experience, especially with respect to the transfer of relevant UNICEF policy information to the local situation. The transfer of information went both ways. By inductively generating (identification of) needs, a more natural classification of basic services, resulted, which could then be compared to UNICEF's 'general' classificatory approach".

In addition to the evaluation and review stage of programme design, the seminars sponsored by UNICEF provide an opportunity to ensure mutual understanding of national and UNICEF priorities. In this regard officials spoke highly of UNICEF workshops/seminars as stimuli to sharing of ideas about basic education.

Effectiveness of UNICEF Assistance

UNICEF assistance, although not large in relation to total educational needs and resources of the country, has undoubtedly provided certain critical inputs which other assisting organizations appear to have had difficulty providing and which have potentially far-reaching consequences. UNICEF assistance for training of educational personnel, for such services as health care and rural water supply and for selected community members such as farmers, leaders and rural women have helped to attract additional resources from other agencies. UNICEF has also helped to launch new approaches and departures from convention in basic and non-formal education as well as in some formal education programmes.

According to government officials, one of UNICEF's greatest assets is its ability to respond quickly to government proposals for additions or modifications to a programme. This flexibility is particularly important to the experimentation necessary for the implementation of basic education programmes. Part of the quick reaction time credited to UNICEF is due to the existence of field officers "on location". These staff are instrumental not only in transmitting requests to headquarters but can also advise governments on the appropriate format.

Flexibility also permits greater effectiveness by UNICEF in reaching disadvantaged groups in a country. UNICEF finances a wide range of expenditures which are classified as "recurrent costs". These "soft" expenditures, such as transport and supplies for health workers, or stipends for unqualified teachers to attend a training course, are likely to have a more direct and immediate impact on the target groups than some "bricks and mortar" investments.

Effectiveness of UNICEF-assisted basic education programmes in achieving original programme objectives is sometimes difficult to measure. Monitoring and evaluation procedures have not always been pursued as rigorously as they should have. In brief, because the objectives or UNICEF-assisted programmes are so commendable, careful scrutiny of its success in achieving these objectives may be overlooked.

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1. Joint Evaluation of the Needs of Children and Women, Maseru, October 1976, page 9.

With regard more specifically to efficiency in UNICEF programme implementation, officials in both government and UNICEF need to strengthen the "institutional memory" to trace the evolution of UNICEF programmes. The use of programme progress and status reports would help to reveal if inputs were adapted to needs, delivered on time, still in use, and so on.

This does not belie the continuing need for the massive joint evaluations which are undertaken at the programme preparation stage. These evaluations are extremely useful for "soul searching" and identification of priorities by top officials. However, their value would be enhanced by a more systematic reporting system of past projects to feed in suggestions for improving and "fine tuning" the implementation of new programmes.

Other Problem Areas

Criticism by government officials of the effectiveness of UNICEF sponsored programmes is rare. Only in the context of an in-depth evaluation exercise do authorities usually have the time to reflect adequately on the programmes' effectiveness and to identify problem areas. The 1976 Lesotho Evaluation had this to say regarding programme planning and implementation:

(a) "Governmental dissatisfaction with scattered UNICEF "bits and pieces" programmes has tended to inhibit centralized and integrated planning.
(b) The lack of sufficient baseline data concerning the UNICEF target group has left too much guesswork in project design.
(c) Field trip schedules by programme officers have appeared to be too infrequent and short for accurate appraisal."[1]

On balance, however, authorities remain strongly in favour of UNICEF's approach and areas of support for achieving effective results in providing basic education services for children.

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1. Ibid, part II, pp 9, 10.

Chapter five

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RECOMMENDATIONS FOR FUTURE UNICEF ASSISTANCE TO BASIC EDUCATION IN EASTERN AFRICA

UNICEF supports programmes in curriculum development, teacher reorientation, text-book production, the training of change-agents, model low-cost school building, distance learning, monitoring and evaluation. Many of these have been innovations of a research nature, but generally action-oriented, of an experimental or pilot variety.

UNICEF has a special contribution to make in the next decade – to further advocate the acceptance of basic education as a basic service and to promote education as an element of all other basic services. In Eastern Africa it is probable that many countries will be receptive to the idea of basic education as being itself an integrating agent in the provision of other services. The possibilities are many and modifications possible to suit the specific needs of all countries.

More specifically UNICEF assistance should be in the following categories:

(i) **Advocacy**

UNICEF should continue to play a leading role in promoting basic education in this region. This will be done mainly through the Unesco/UNICEF Co-operation programme in support of more effective educational planning measures in the countries, innovative programmes and projects, more effective monitoring and evaluation approaches, inter-regional exchanges and visits and through support for national surveys, reviews and policy development.

(ii) **Educational planning**

UNICEF will continue to encourage the development of strategies for a greater access to and democratization of basic education. While Unesco will remain the agency most concerned with training of planners, UNICEF will support the development of strategies which link basic education to other basic services, as in health, (school health programmes, MCH, nutrition campaigns, etc.), water supply (health education, malaria control, schistosomiasis eradication, etc.), agriculture (school gardens, animal husbandry, etc.), better housing (appropriate techniques, practical arithmetic, etc.) and so on.

Efforts should be made to develop policies that facilitate a more co-ordinated approach both within non-formal education, and between non-formal and formal education and in relation to provisions for basic services.

Especially important will be UNICEF support for action research and experimentation with strategies such as nomadic education, community schools, education in co-operatives and pre-school education using indigenous approaches, e.g., "child-to child" methods. Governments must be assisted to design and establish educational opportunities for the 0-5 age groups which are conceived comprehensively and which are the product of their own experimentation, research and adaptation of appropriate practices, traditional and otherwise.

UNICEF must accept that the search for lasting and viable solutions will inevitably imply the following of occasional false trails and the commitment and correction of errors. UNICEF must maintain its flexible approach and continue the practice of allocating its assistance to the most innovative and challenging activities.

(iii) **Programmes**

Programmes for UNICEF assistance in the

eighties will be determined in the first instance by the strategies for implementation for which they are designed. They could well, however, cover the complete cycle of education reform and development: planning, curriculum development, teacher and tutor reorientation and training, text-book production, monitoring and evaluation – where these are genuinely in the service of mass basic education and not mere academic exercises.

For greater effectiveness in basic education UNICEF should continue to support innovative teacher education and supervisory programmes. In addition, it is recommended that courses should be organized for educational and supervisory staff.

More assistance should be made available for the establishment of programmes and the training of teachers for children with special disabilities, e.g., the handicapped, the blind, deaf and dumb.

The intercountry visits which were initiated in this basic education programme should be continued as they proved to be most useful to the member countries.

Countries interested should be assisted to establish or strengthen instructional material resource centres for basic education. The activities of the BERC (Basic Education Resource Centre) should be organized and expanded to support these national efforts more effectively.

UNICEF assistance will continue to be for the practical application of innovative activities. Although it is unlikely that UNICEF can meet the needs of all the necessary elements of basic education reform, its assistance will be especially relevant to those where government resources are limited.

(iv) **Project**

Basic education projects will be in support of reform of curriculum content or systems or processes. In the eighties the emphasis will be on the first two although the third will not be excluded. Viable interpretations of basic education strategies will depend on a wide range of village-level basic service projects. Increasingly under the umbrella of education, UNICEF will be called upon to assist, in a catalytic or complementary role, the provision of amenities in health, nutrition, water, etc., or with the training of village leaders, women, for specific tasks. These will give the traditional pattern of assistance to education a new look.

(V) **Pre-school**

In the 1980s, more support should be given to educational activities for pre-school aged children. There is strong evidence, according to the regional survey, that Governments are deeply interested in promoting services for pre-school children on a mass scale. This calls for teacher training, curriculum development and research in early child care.

In this region UNICEF concern for the pre-school age child gained special impetus from the advocacy given to services for young children during the International Year of the Child. UNICEF work in this domain has recently been supported through the services of a regional adviser on family welfare and the young child. It is felt that this input could be strengthened at sub-national levels, particularly through support to basic education programmes and activities.

(vi) **Curriculum**

Indigenous cultural elements such as folk dance, music, drama and folklore should find an important place in the basic education curriculum and instructional methods.

UNICEF/Unesco should support efforts to preserve cultural elements.

(vii) **Monitoring and evaluation**

New approaches to education and its central place in the complex of basic services open up new needs for monitoring and evaluation. Especially will it be possible to support "before or after" studies undertaken by national groups or institutions. Monitoring and evaluation are essential to effective educational reform and should be built into all basic education programmes.

In brief, UNICEF advocacy and support throughout the years has added strength to national efforts in educational reform by contributing to a closer critical examination of existing practices and to the establishment of new trends. UNICEF input to education in Eastern Africa has been highly significant and there is a direct link between it and the many laudatory changes which have taken place. Governments wish UNICEF to continue the partnership and dialogue as a contribution to national development.

ANNEX 1

EDUCATIONAL OBJECTIVES OF EASTERN AFRICAN COUNTRIES

Botswana

1. To increase educational opportunities and reduce inequalities of opportunities.
2. To contribute to balanced economic development and employment generally.
3. To promote personal qualities and individual talents for the betterment of society.
4. To extend the role of schools and colleges in the local community.

Source: National Development Plan, 1979–85 Draft Education Chapter.

Burundi

1. To Kirundianize and ruralize primary education.
2. To diversify and vocationalize secondary education.
3. To rationalize higher education.

Source: Second Five Year Development Plan.

Ethiopia

1. The universalization of primary education.
2. The universalization of mass education.
3. The adaptation of primary education to local realities and needs.
4. The provision of secondary level education to each administrative sub-province.

Kenya

1. To render the entire population literate by 1983.
2. To achieve universal free basic education by 1983.
3. To attune the primary and secondary curricula to the needs of the country.
4. To rectify the imbalances in educational training opportunities throughout the country.
5. To rationalize/co-ordinate the numerous training programmes in the country.
6. To improve the quality of education and teacher education at all levels.

Source: 1979–1983 Development Plan.

Lesotho

1. To improve the quality and efficiency of primary education.
2. To continue to develop secondary education and with special emphasis on improving Maths and Science teaching and expanding practical studies.
3. To develop technical/vocational/higher education to meet national manpower needs.
4. To initiate a co-ordinated programme of non-formal education.
5. To strengthen government control and supervision of educational activities.

Source: Second Five Year Development Plan (1975/76–1979/80.

ANNEX 1 continued.

Madagascar

1. Assertion to the Malagasy personality and culture (language and history).
2. The provision of an integral education to all Malagasy children without exception.
3. The decentralization of education institutions, together with some aspects of their management.
4. The training of efficient technicians in all areas who will also be active promoters of socialism in the country.
5. The production of responsible and operational citizens on completion of each cycle of education.

Malawi

1. To base educational development on the needs of the economy.
2. To develop curricula which are relevant to socio-economic environmental needs.
3. To ensure an efficient utilization of existing facilities and resources.
4. To achieve a more equitable distribution of educational facilities and resources.

Source: Development Policy 1971–80/ Malawi Educational Plan 1973/80.

Mauritius

1. To democratize the education system.
2. To balance educational facilities between rural and urban areas.
3. To diversify the curricula.
4. To accept an integrated approach to the concept of education as a life-long progress.
5. To adjust education to meet the manpower requirements.

Source: 1975–80 Five Year Plan.

Somalia

1. The democratization of education.
2. The Somalization of education.
3. Mass education.
4. The socialization of education.
5. The vocationalization of education.

Source: Education Review (1977).

Swaziland

1. Ten years of basic education for all.
2. The qualitative improvement of education at all levels.
3. Meeting Swaziland's needs through education .
4. Relating education to manpower needs.

Source: Draft Third Five Year Plan.

Tanzania

1. To develop literacy and numeracy.

ANNEX 1 continued.

2. To develop self-reliance.
3. To develop social equality.
4. To develop skills and attitudes necessary for the maintenance of good health, in the village.

Source: Chapter XIII MTUU Volume 1.

Zambia

1. Enshrined in the Zambia Education Act and school syllabuses and the Educational Reform Document.

Source: Education Reform (Ministry of Education).

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ANNEX 2

CHARACTERISTICS OF BASIC EDUCATION

Characteristics	*Botswana*	*Burundi*	*Ethiopia*	*Kenya*	*Lesotho*	*Malagascar*	*Malawi*	*Mauritius*	*Somalia*	*Swaziland*	*Tanzania*	*Zambia*	*Total (N = 12)*
For under-priviledged groups			X		X		X						3
For rural populations			X		X		X						3
Universal (all children)		X		X	X	X	X		X				6
Universal (all children) and adolescents		X		X					X		X	X	5
Universal (all children, adolescents and adults	X	X	X	X			X		X		X	X	8
Terminal							X		X				2
Relevance to the immediate socio-cultural-economic environment	X	X	X	X	X	X	X	X	X	X	X	X	12
Relatedness to development	X	X	X	X	X	X	X	X	X	X	X	X	12
Applicability to every-day life	X	X	X	X	X	X	X	X	X	X	X	X	12
Link with the world of work	X	X	X	X	X	X	X	X	X	X	X	X	12
Specialized training			X										1
Positive attitude towards work	X	X	X	X	X	X	X		X	X			9
Use of culturally inherited knowledge and skills		X	X		X	X	X		X	X		X	8
Diversification of curricula		X	X	X	X				X	X	X	X	8
Lifelong			X	X	X	X			X	X			6
Decentralization/localization of curriculum		X	X				X					X	4
Utilization of informal, formal and non-formal mode of delivery	X	X	X	X	X	X			X	X	X		9
Use of various mediators of education	X	X	X				X				X		5
Spirit of co-operation		X	X			X	X				X	X	6
Productive work		X	X	X	X	X	X		X		X	X	9
Self-reliance activities	X	X	X	X	X	X			X	X	X	X	10
Integration of school and community	X	X	X		X	X	X		X	X	X		9
Decentralization of government		X	X										2
Multipurpose utilization of school premises	X	X			X	X	X		X		X		7

ANNEX 3

PROPOSED THEMES FOR FUTURE REGIONAL MEETINGS

The Concept of Basic Education

1. Meaning of basic education and what it encompasses.
2. Universalization of basic education.
3. How to overcome the constraints in the way of expansion of basic education.

Relevance/Adaptation of Basic Education Programmes

4. Nationalization of basic education, adaptation to local needs.
5. Basic services, basic education and the community school.
6. Rural education for nomadic settlements.

The Content of Basic Education

7. Curriculum designs for basic education.
8. Integration of skills training and basic education.
9. Introduction of technology in primary schools.
10. Basic practical skills within the formal education system.
11. Basic education and productive work.
12. Introduction of vocational/technical education.
13. Advancement of intermediate technology.

Modes of Delivery/Delivery Systems

14. Options for dispensing basic education: formal vs. informal approaches.
15. Utilization of informal, and non-formal modes of delivery in basic education.
16. How basic education can make use of the already established systems with limited resources.

Agents of Basic Education

17. Change agents and the village.
18. Preparation of basic education key agents.
19. The pre-service and in-service education of teachers.
20. Teacher education for basic education.
21. The education of teacher educators.

Management and Co-ordination of Basic Education

22. Management and co-ordination of integrated basic education.
23. Management of basic education at village level.
24. How to ensure real co-ordination among basic education programmes.
25. Ways of integrating the educational activities of the school and efforts made towards the economic development of the country.
26. A seminar to exchange basic educational experiences among countries of the region.

Annex 3 continued overleaf.

ANNEX 3 continued.

Research and Evaluation

27. Evaluation.
28. Evaluation of basic education programmes.
29. Research instruments for basic education programmes.
30. Evaluation instruments for basic education programmes.

External Assistance

31. Future forms of UNICEF assistance and its priorities from recipients' point of view.